



LOCAL GOVERNMENT COUNCILS PERFORMANCE AND THE QUALITY OF SERVICE DELIVERY IN UGANDA

AMURU DISTRICT COUNCIL SCORE-CARD 2008/2009



Lillian Muyomba - Tamale
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TABLE OF CONTENTS

ABBREVIATIONS	iv
ACKNOWLEDGEMENTS	v
1. INTRODUCTION	1
2. METHODOLOGY AND SCORE-CARD	2
3 DISTRICT BACKGROUND	4
3.1 Amuru District Profile	4
3.2 Political and Administrative Structure	4
3.3 District Population	4
4. SELECTED SOCIO-ECONOMIC INDICATORS FOR AMURU DISTRICT LOCAL GOVERNMENT	6
4.1 Primary Education	6
4.2 Health, Water and Sanitation	7
4.3 Road Network	7
5. BUDGET AND REVENUE ARCHITECTURE OF AMURU LOCAL GOVERNMENT	9
5.1 Budget and Revenue Trends	9
6 SCORE-CARD FINDINGS AND INTERPRETATION	10
6.1 Score-Card Performance of Amuru District Council	10
6.2 District Chairperson	11
6.3 District Speaker	11
6.4 Amuru District Councilors	12
6.5 Score-Card Performance of Special Interest Group Representatives	16
7. AMURU DISTRICT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES	17
7.1 Structural Factors for Poor Performance and Poor Service Delivery	17
7.2 Operational Factors for Poor Performance and Poor Service Delivery	19
8. RECOMMENDATIONS AND GENERAL CONCLUSION	20
8.1 Advocacy for a Changed Budget Architecture	20
8.2 Adopt Minimum Education Qualifications for Council Members	20
8.3 Formulate a Comprehensive and Integrated Long-Term Development Plan	20
8.4 Continuous Orientation and Training for Councilors	21
8.5 Contact with the Electorate	21
9. CONCLUSION	22
REFERENCES	23
List of Councilors in Amuru District	25
Annex 2: Amuru District Score-card	26
PUBLICATIONS IN THESE SERIES	41

ABBREVIATIONS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBG	Capacity Building Grant
CBP	Capacity Building Plan
CFO	Chief Finance Officer
DDP	Deepening Democracy Program
DDP	District Development Plan
DPU	District Planning Unit
FAL	Functional Adult Literacy
HC	Health Centre
HLG	Higher Local Government
HMIS	Health Management Information System
LG	Local Government
LGCSC	Local Government Councils' Score-Card
LGCSCI	Local Government Councils' Score-Card Initiative
LGBFP	Local Government Budget Framework Papers
LGDP	Local Government Development Programme
LLG	Lower Local Government
MTEF	Medium Term Expenditure Framework
NAADS	National Agricultural Advisory Services
NGO	Non-Government Organization
NPPAs	National Priority Programme Areas
PAF	Poverty Action Fund
PHC	Primary Health Care
PMA	Plan for Modernisation of Agriculture
PWD	Person with Disability
SFG	School Facilities Grant
UPE	Universal Primary Education
USE	Universal Secondary Education

ACKNOWLEDGEMENTS

The Local Government Councils Score-Card Initiative (LGCSCI) is a 10 year project (2009-2019) implemented by ACODE with a goal of improving the quality of public service delivery by building the demand-side of governance and accountability. The initiative achieves this goal by undertaking and publishing local government councils' score-cards and robust outreach programmes that target citizens and build the capacity of local government political leaders. The initiative was launched in 2009 by conducting an initial assessment of the performance of 10 local government councils, including Amuru, for FY2008/09. ACODE is indebted to the Deepening Democracy Programme and its contributing development partners for providing the initial funding that made the first assessment possible.

During the assessment process, ACODE's study team employed a wide range of participatory methods that involved structured and unstructured interviews, focus group discussions (FGDs), and regular interactions with key local government officials (such as Amuru clerk to council, as well as staff within the public relations office). The research team acknowledges the support and cooperation received from the councilors who cooperated with the assessment and citizens who participated in the focus group discussions that were organized as part of the assessment exercise. The research team also acknowledges the officials who participated in the assessment by providing information and clarifications on a wide range of issues.

ACODE is grateful to Mr. Mukotani Ruyendo and Ms. Elizabeth Allen who reviewed the final report and provided very useful guidance that enabled the timely completion of the report. The authors of this report also benefitted from the wide-ranging discussions held with the ACODE study teams that were working with other districts. We benefitted from the workshops and electronic mail discussions with other staff over the course of the assessment. We extend our special appreciation to all of them individually and collectively.

Finally, we are conscious that this Score-Card for Amuru District Council is the first of its kind and the methodology used has not been tested elsewhere. In the process of conducting the assessment, we have encountered a number of challenges particularly related to record keeping and information retrieval. However, we have taken due care to ensure that the facts presented in this report are reasonably accurate and are a reasonable presentation of Amuru District and its constituent organs. We are confident that the findings and recommendations go a long way to improve the workings of the district council thereby contributing to improved service delivery and better governance.

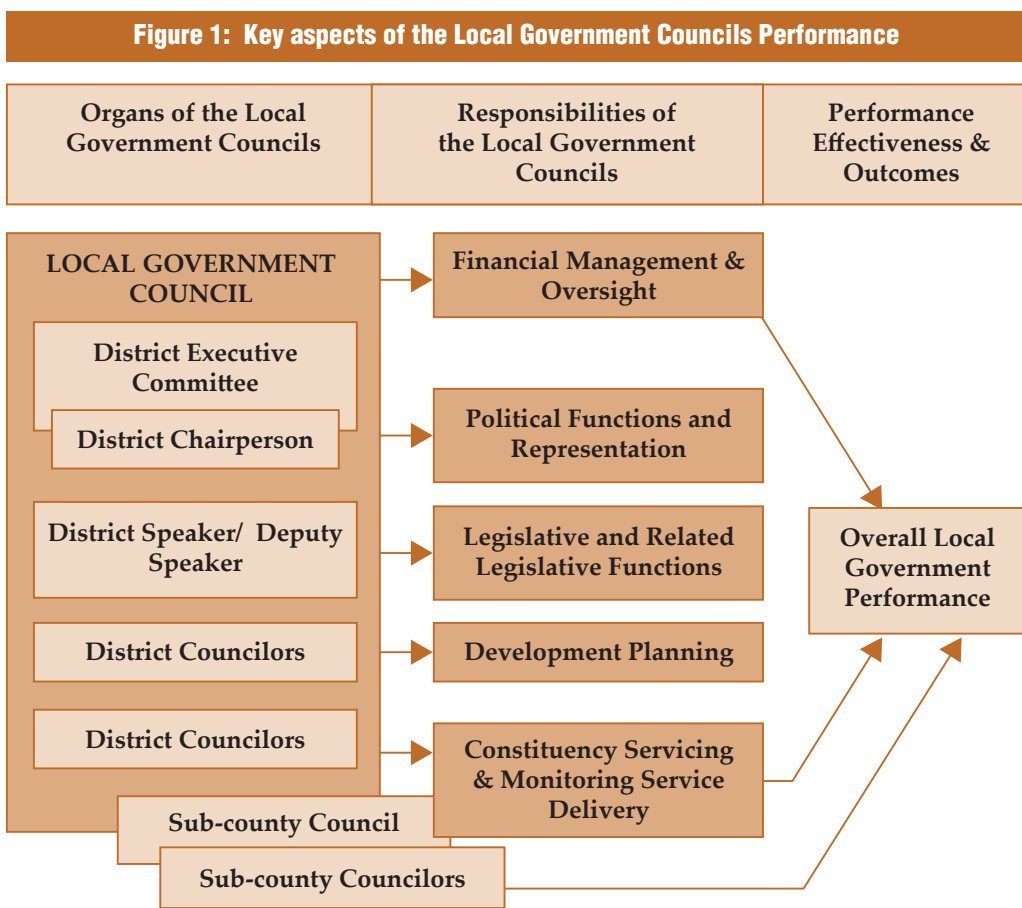
1. INTRODUCTION

In 1992, Uganda adopted a decentralization policy that sought to establish a system of governance underpinned by strong local governments. Subsequent constitutional and legal reforms established districts and sub-counties as key pillars of local governments through which effective service delivery and local governance is to be attained. Although decentralization has been pursued over the last two decades, there is widespread consensus that the performance of local governments is less than desirable. The revenue base of local governments has diminished substantially, rendering them heavily dependent on central government disbursements, mainly through conditional grants. The quality of service provision is less than desirable, as well, with key services such as health care, water, sanitation, education, and access to agricultural advisory services remaining dismal. Yet, there is no evidence that the citizens who are the intended beneficiaries of the decentralization system are demanding accountability and better performance from their elected leaders.

Over the years, the Ugandan government has sought to improve the functioning of local governments through regular monitoring and inspection processes. However, these processes have not adequately focused on the local government councils, as the mandated executive and legislative organs of the local governments. This report is a product of an ongoing assessment of the performance of local government councils in Uganda that commenced in 2009, focusing on the financial year 2008/09. The assessment was designed as part of an initiative to regularly monitor the performance of local government councils in Uganda, and to publish and disseminate a local councils performance “score-card” as a means of increasing citizens’ demand for improved service delivery and accountability on the part of elected leaders. For the FY2008/09, similar assessments were undertaken in nine other districts including Amuria, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntugamo. The assessment focused on the local government councils and their respective organs as outlined in the Local Government Act and other legislation. The council as a corporate body, the chairperson, the speaker, and the councilors formed the units of analysis for the assessment.

2. METHODOLOGY AND SCORE-CARD

This assessment was conducted using a methodology and Score-Card developed for the Local Government Councils Score-Card Initiative (LGCSCI). As shown in Figure 1 below, this methodology and Score-Card measures the performance of local government councils and councilors on five key themes that comprise the responsibilities of local government councils, their organs and individual councilors. These themes are: financial management and oversight; political functions and representation; legislation and related legislative functions; development planning and; constituency servicing and monitoring service delivery.

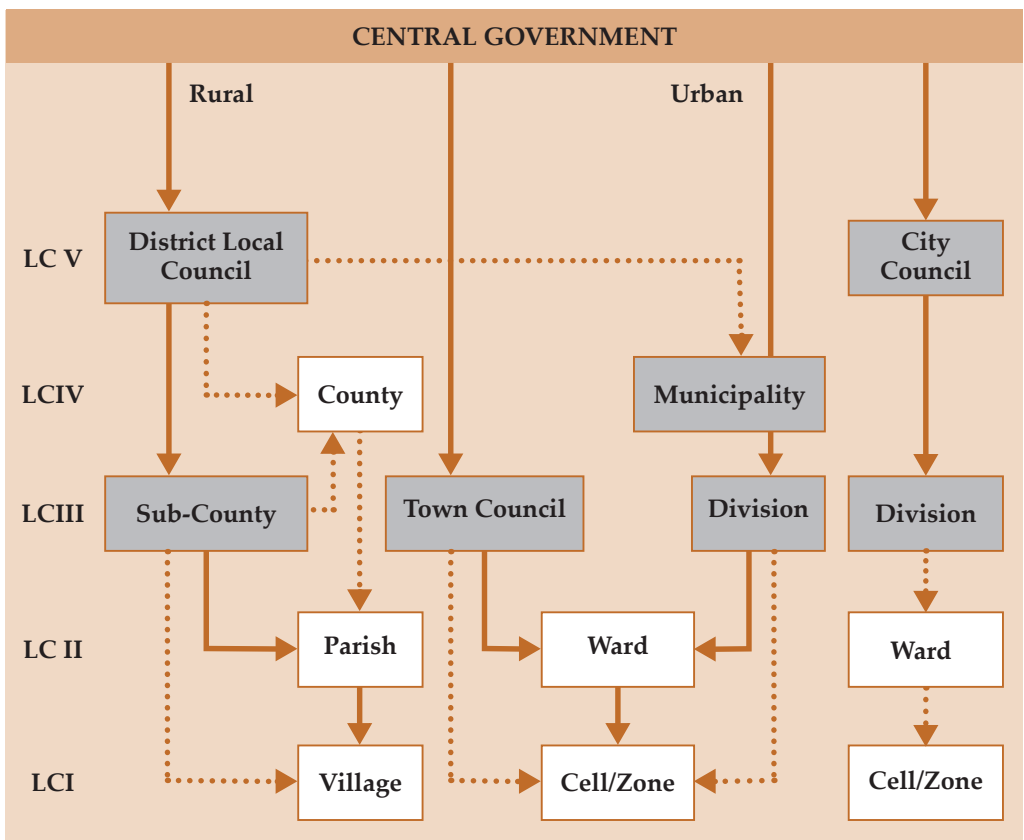


Consequently, scores were developed to measure the performance of councils with regard to their core statutory functions: political leadership and representation; legislation and related legislative functions’ development planning; financial management and oversight; constituency servicing; and participation in lower local government councils.

The research team derived monitoring indicators from each of the themes with a specific focus on both governance and service delivery. The Score-Cards provide a basis for

analyzing the factors that impinge on the performance of the council while the service delivery indicators seek to assess individual leaders' contributions to central government priority sectors such as health, education, water and sanitation, and agriculture. While the methodology assesses the entire local government council as a whole, the respective organs of the local government council for both urban and rural local governments as shown in Figure 2 are treated as independent units of analysis.

Figure 2: The Structure of the Local Government System in Uganda



The local government councils' score-card is premised on a theory of change based on the idea that by providing data and information on the performance of local political leaders, citizens will demand accountability and effective service delivery, ideally triggering a vertical spiral of demand up to the national level. An empowered citizenry will help trigger the necessary reforms that are essential for creating a conducive environment in which the delivery of services is responsive to the majority of citizens. Consequently, beyond the scores of each organ of council, the assessment seeks to establish a cause-effect relationship between the performance record of local council political leaders on the one hand, and the quality of service delivery and accountability on the other.

3 DISTRICT BACKGROUND

3.1 Amuru District Profile

Amuru District is one of the new districts carved out of Gulu district in 2006. The district is bordered by the Sudan in the North, Gulu in the East, Kitgum district in the North East, Masindi District in the south, Nebbi in the south West and Arua in the West. Amuru District is part of the larger Acholi sub-region, home to an estimated 1.5 million Acholi. The district is predominantly a rural district, without any tarmac road, despite its size and years of existence. The district was at the heart of the Lord's Resistance Army war that devastated Northern Uganda for over two decades. Today, the region experiences relative peace with recovery initiatives implemented by both government through the Peace Recovery and Development Plan for Northern Uganda (PRDP) and efforts of Non Governmental Organisations operating in the region. Amidst the peace in the district, agricultural activities form the backbone of the district's survival. Crop production is the major economic activity in Amuru, employing up to 90percent of the population. Arable land is very fertile and makes up 90percent of the total land area. Despite this, only less than 1percent of the land is utilised annually.

3.2 Political and Administrative Structure

Amuru District comprises 9 lower local governments (8 Sub Counties and 1 town council) with the district headquarters based in Amuru town council. The District is headed by the LC V chairman who is supported by an executive committee as well as sectoral committees which deliberate policy matters and make recommendations to the full council of 36 councilors. The district council has three statutory bodies: Public Accounts Committee (PAC), the District Service Commission (DSC) and a District Land Board (DLB). The district Contract Committee (DCC) handles the procurements and disposal of all Public Assets in the district. Similarly, the sub-counties, parishes and villages have councils and an executive committee, which coordinate various political and administrative functions.

63 percent of the population lives in poverty. This figure dropped from 65 percent in 2005. Manifestations of poverty in Amuru include malnutrition especially According to the 2002 Population and Housing Census, the literacy rate overall was 54 percent but 73 percent for males and 36 percent for females. There has been a positive change, probably due to the introduction of Universal Primary Education. Life expectancy was 40 percent overall but 37 years for males and 44 for females according to the 1991 Population and Housing Census.

3.3 District Population

The 2002 National Census estimated the population of Amuru District at 177,783. The district population is growing at an estimated annual rate of 3.5 percent. It is estimated that the population of the district will be approximately 234,100 in 2010 as indicated in Table 1 below.

Table 1: Amuru District Population Projections

Amuru District Population Trends		
2002	177,800	3.5%
2003	184,000	
2004	190,400	
2005	197,100	
2006	204,000	
2007	211,200	
2008	218,500	
2009	226,200	
2010	234,100	
2011	242,300	
2012	250,800	

Source: 2002 National Population Census

4. SELECTED SOCIO-ECONOMIC INDICATORS FOR AMURU DISTRICT LOCAL GOVERNMENT

This analysis of selected socio-economic indicators for Amuru District is intended to provide a basis for establishing a cause-effect analysis between the performance scores of the district council and the quality of service delivery, voice and accountability. In an ideal situation, the quality and caliber of political leadership in Amuru should translate into the quality of public services delivered in the district.

4.1 Primary Education

Amuru District has a total of 92 primary schools, 10 secondary schools, and 05 vocational schools. The district does not have any tertiary institution. There has been a general decline in performance in primary schools evident by the number of first grades in the final examinations as indicated in Table 2. Over the years, there has been a consistent



Figure 3: School structures that are slowly running down without repairs at Koch Goma Central Primary School.

Source: ACODE Digital Library

increase in the pupils-teacher ratio indicating a lack of man power in the education sector. On a positive but contradicting note, the pupil-classroom ratio has been increasing as a result of increased enrolment that has not been matched with increased infrastructure over the years. The drop - out rate continues to rise especially among the girl child in upper classes. Table 2 explains performance in primary leaving examinations over the last two years.

Table 2: Trends in Pupil Performance in PLE for two years

Year	2007		2008	
	Amuru	Uganda	Amuru	Uganda
Div 1	1.3	5.49	0.1	2.48
Div 2	34.2	45.5	13.2	30.6
Div 3	24.1	22.9	30.2	31.5
Div 4	17.6	11.9	21	14.7
U	22.8	13.3	35	20.1

Source: Uganda National Examination Board 2007 - 2008

4.2 Health, Water and Sanitation

The district has one government hospital, one HC IV, eight HC IIIs and 33 health centre IIs. The district health department is understaffed with only one medical doctor, one dentist, no pharmacist, 27 nurses, 26 midwives, 2 lab technicians and nine clinical officers. The district residents depend on natural water sources including small rivers, springs and swamps. Safe drinking water is provided through piped water supply schemes by drilling deep boreholes and shallow wells. Access to safe water is still a challenge as some of the return settlements do not have safe water facilities while other facilities have broken down. Through donor support from UNICEF and AMREF, the district constructed 10 motorized boreholes to provide emergency piped water supply schemes in the camps during the insurgency. The sanitation situation is still wanting as the district has a latrine coverage of only 42percent compared to the national average of 56percent.



Figure 4: Atiak Health Centre operating under dangerous conditions. The health centre was destroyed after a heavy storm.

Source: ACODE Digital Library March 2010

4.3 Road Network

After five years of existence, Amuru District is one of the districts without any tarmac road in Uganda. The district has a total of 276.85 kilometres of feeder road network coverage and nine major bridges. The district residents are faced with several challenges including poor access roads from one community to another especially during the rainy season.



Figure 5: The road connecting Pabbo to Atiaba in Amuru District. The district does not have a single tarmacked road.

Source; ACODE Digital Library, May 2010

During the year under review, the district works department reported the challenge of inadequate field equipment for supervision and monitoring of roads activities. The roads in Amuru are vulnerable as a result of the heavy trucks that continuously ferry goods and merchandize to Southern Sudan. Figure 6 shows an inaccessible road with heavy tracks and buses transporting goods and people to Southern Sudan. As a result, the district works

department has to engage in frequent rehabilitation and maintenance amidst small and inflexible budgets. Table 3 provides a detailed breakdown of the district feeder roads as of May 2007

Figure 6: An inaccessible section of the Gulu – Juba road through Amuru. Residents have to resort to ordinary road maintenance mechanisms such as these.

ACODE Digital Library, June 2010



Table 3: Amuria District Feeder Roads Network

Road Name	Length (Km)	Maintainable section (Km)	Recommended interventions
Awer-Amuru-Omee	65.00	65.00	Periodic Maintenance
Nwoya-Lamogi	34.40	34.4	21.4km for periodic maintenance and 13.4 routine
Temum-Adeg munu	6.65	6.65	Periodic Maintenance
Goma-Wilacic	9.60	9.6	Good condition, needs routine maintenance
Pabbo-Ceri	43.00	43.0	Good condition, needs routine maintenance
Alero-Aswa River-Amuru	21.00	21	Good condition, needs routine maintenance
Purongo-Lagazi	6.50	6.5	Good condition, needs routine maintenance
Keyo-Lalem	3.30	3.3	Good condition, needs routine maintenance
Goma-Alero	20.00	0.00	Bad condition, requires rehabilitation
Pabbo-Unyama	9.40	9.4	Good condition, needs routine maintenance
Atiak-Karawal	22.00	0.00	Bad condition, requires rehabilitation
Goma-Lii-Pajok II	36.00	36	Good condition, needs routine maintenance

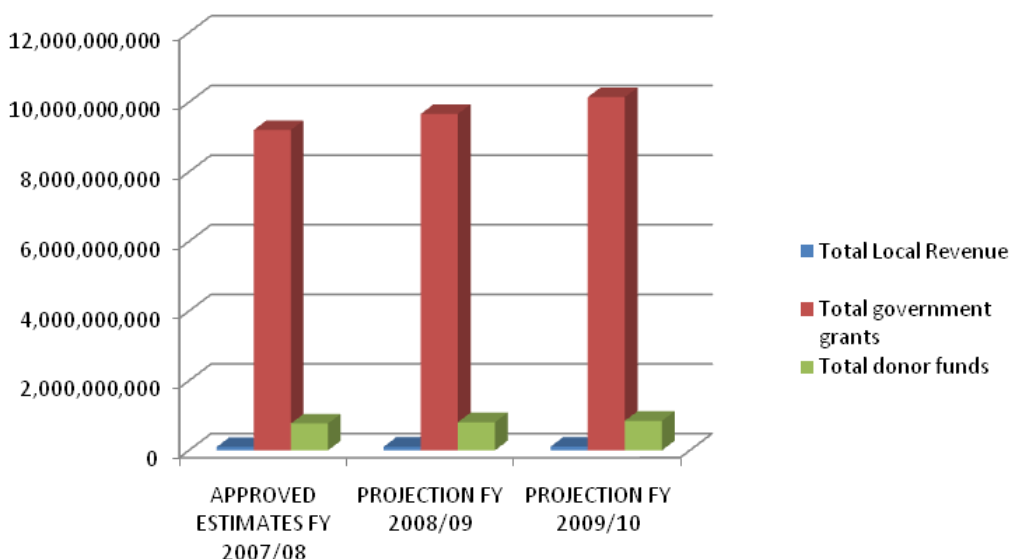
Source: Amuria District Development Plan 2007/08 – 2010/11

5. BUDGET AND REVENUE ARCHITECTURE OF AMURU LOCAL GOVERNMENT

5.1 Budget and Revenue Trends

Amuru District has three major sources of revenue namely: locally generated revenue, donor contributions and central government grants. Figure 7 below shows the trends in revenue accruing to the district disaggregated by source over three financial years.

Figure 7: Revenue Trends 2007 - 2008



Source: Amuru District Budget Framework Paper 2008/09

The analysis of Amuru District projected revenue base reveals a high dependency on the central government. During the financial year review, central government grants accounted for 91percent while donor contributions accounted for 8percent and the local revenue was a meager 1percent of the district budget. This state of affairs undermines the district’s independence and flexibility to make independent policy decisions. A local government that relies on the central government and the donors for the bulk of its budget had limited rook for flexibility in identifying, planning and implementation of the district priorities.

6 SCORE-CARD FINDINGS AND INTERPRETATION

6.1 Score-Card Performance of Amuru District Council

The district local council and the sub-county council are established as corporate legal entities under the Local Government Act. At their respective levels, the councils are vested with powers and responsibilities to (i) enact local laws necessary for the effective governance of the areas within their jurisdiction, (ii) ensure accountability and transparency in the conduct of council business and utilization of council funds, (iii) ensure effective planning and budgeting to spur development and the delivery of public services to the local population, and (iv) to monitor the delivery of public service on priority national programmes. The Score- Card performance of Amuru District was assessed on these parameters.

Amuru District Council scored 79 points out of 100 possible points, with good performance registered in all four parameters: Legislative role (13 out of 20 points), accountability (16 out of 20 points), planning and budgeting (11 out of 12 points) and monitoring of NPPAs (39 out of 48 points). The council's performance under their planning and budgeting role as well as the accountability role was exceptionally good for the following reasons. During the year under review, the District had an approved District Development Plan (DDP)¹ a capacity building plan and a revenue enhancement plan. The district vision² and mission³ statements were displayed on the district notice boards and the sub counties. The district has a functional Public Accounts Committee (PAC) that holds regular meetings. However, during the year under review, council did not discuss any PAC report submitted to the finance committee.

The council's performance under the legislative role is attributed to the following factors. During a council meeting held in July 2006, the council adopted interim model rules of procedure that were later as the standard rules for Amuru District Council. In September 2009, the Council had an orientation on the Revised Rules of Procedure. An ordinance on education⁴ and a number of motions⁵ for resolution were moved during the year under review. The district council organized focused tours to the districts of Kasee, Mbarara, Fort Portal, Koboko and Yumbe from which the new district leadership learnt management skills. Despite these yardsticks, the district neither has a council hall nor library and so district documents are stored in the office of the clerk to council.

1 The plan is a three year rolling plan between 2007/8 – 2009/10

2 A peaceful, prosperous and self sustaining community with its member enjoying improved standard of living by 2010

3 To enhance the capacity of the people to progressively and responsibly enjoy their social, economic, cultural and political rights'

4 The education ordinance was also implemented during the year under review.

5 Motion for Resolution on packed lunch Policy, a motion for resolution on education week, a motion on resolution on ratification of accounts policy and a motion for resolution on debt management policy.

6.2 District Chairperson

The chairperson of Amuru District during the year under review was Chairman Omach Anthony Atube. The chairman was first elected in 2006 at the initiation of the new district. At the time of the assessment, he was serving his first term of office. According to the score-card indicators, the chairperson, like all other chairpersons was assessed on the following five parameters: (i) political leadership; (ii) legislative role; (iii) contact with electorate; (iv) participation in communal and development activities; and (v) service delivery on national priority programme areas.

The overall score of the chairperson was 82 out of 100 points, with the excellent performance exhibited in all five parameters across the board. Exceptional performance was exhibited in his political leadership role (20 out of 20 points) followed by his legislative role (18 out of 20 points), contact with the electorate (9 out of 15 points), participation in communal and development activities (10 out of 15 points) and his monitoring of NPPAs (25 out of 30 points). In executing his political leadership role, the chairperson chaired three out of the four district executive committee meetings during the year under review. The Chairperson also recommended persons to be appointed members of the district land board and PAC. In close collaboration with the CAO, the chairperson was able to monitor performance of civil servants, in some cases making impromptu visits to their duty stations in schools and hospitals. The chairperson also made report on the state of the district affairs during the same year. By virtue of his office, the chairperson was hosted on six radio talk shows in Amuru and Gulu districts during the year under review.

6.3 District Speaker

During the year under review, Mr. Lakony Micheal, who was serving his first term of office was the district speaker. The speaker's performance assessment focused on five key parameters, namely: i) presiding and preservation of order in the council; ii) contact with electorate; iii) participation in communal and development activities; iv) participation in lower local government; and v) monitoring of service delivery on national priority programme areas, all of which are stipulated roles and responsibilities from the Local Government Act of 1997.

The speaker scored 75 out of 100 possible points. The speaker's performance varied with presiding and preserving of order in council (19 out of 25 points), contact with the electorate (15 out of 20 points), participation in community and development activities (12 out of 15), participation in lower local governments (0 out of 10) and monitoring of NPPAs (29 out of 30 points).

The speaker displayed exemplary leadership under his legislative role by chairing three and delegating one of the council meetings. The speaker chaired all the business committee meetings and caused the production of their minutes. He also possessed a note book in which he had kept old records of issues and petitions presented to his office during the year under review. In contrast, the speaker's worst performed parameter was his participation at sub county council meetings where the research team did not find any evidence of the speaker's attendance of any sub county meetings during the

year under review. In agreement with the research findings, the speaker noted that on many occasions, he was not invited and when he got the invitation, they were delivered after the meetings.

6.4 Amuru District Councilors

During the year under review, Amuru District Council had a total of 17 councilors in addition to the chairperson.⁶ In total, only 11 councilors were assessed while three were not as they joined council after the year under review. Annex 1 (Table of councilors in Amuru District) details the status of assessment and reasons for those who were not assessed. In line with the score-card indicators, each of the councilors was assessed in the following areas: i) legislative role; ii) contact with electorate; ii) participation in communal development activities; iv) participation in lower local government councils; and v) monitoring of service delivery on national priority programme areas.

In terms of gender representation, Amuru District Council is male dominated, with 10 male councilors and 6 female councilors. The performance of the assessed councilors also indicates that male councilors on average performed better than their female counterparts, with an average of 45.5percent, compared to 30percent for female councilors. Overall, the average score for councilors was poor (37percent), with the best performing councilor, Mr. Olanya Gilbert, scoring 77 points, and the worst performing councilor, Aceng Christine Atanya, scoring 23 points. Table 4 indicates the performance of Amuru District councilors disaggregated by gender.

Table 4: Performance of Amuru district councilors disaggregated by gender

Name	Gender	Legislative Role	Contact with Electorate	Participation in communal activities	Participation in LLGs	Service delivery on NPPAs	Total
Olanya Gilbert	Male	17	20	8	6	26	77
Ayero Evelyn Oyugi	Male	11	12	8	2	13	46
Oloya Justine Lungajul	Male	12	6	15	0	11	44
Odongpiny Bazil P'KIYO	Male	11	3	8	0	16	38
Okello Patrick Oryema	Male	12	4	3	3	14	36
Kinyera Denis	Male	12	4	4	1	11	32
Average Performance Male							45.5
Adong Getrude Odora	Female	6	3	8	2	16	35
Adong Margaret Ayugi	Female	12	3	3	2	12	32
Apiyo Catherine Oywa	Female	12	2	3	2	12	31
Akello Alice Ekanya	Female	12	3	3	2	10	30
Aceng christine Atanya	Female	5	3	3	0	12	23
Average Score Female							30.2

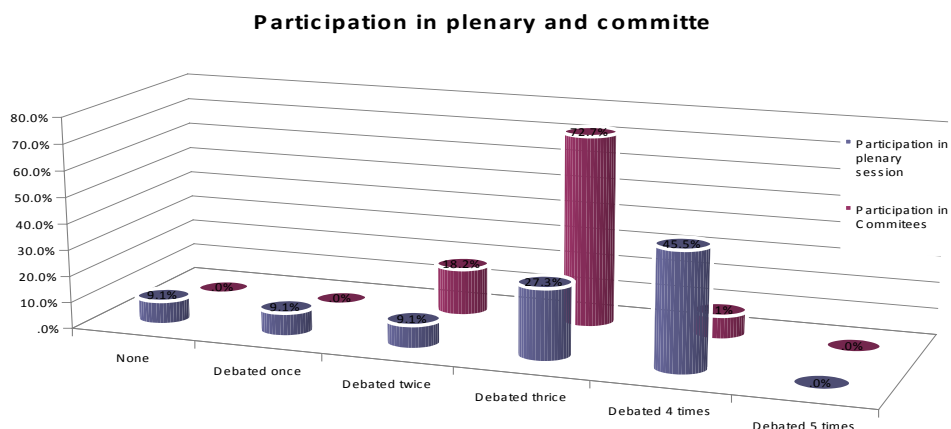
6.4.1 Legislative Role

The assessment reveals good performance of councilors' legislative roles as indicated in Table 4. Councilor's attendance of both plenary and committee meetings was attributed to various factors. First, councilors confessed they loyalty to this attendance at it comes

⁶ This total included the speaker and deputy speaker.

with financial motivation in form of sitting allowances. Second, but also very compelling was the pathetic situation in which the electorate lived in camps. Councilors realized that through their deliberations in council, the living conditions of their electorate would be improved through legislation and resource allocation.

Figure 8: Councilor Participation in Plenary and Committees 2008/9



That notwithstanding, findings from the assessment further revealed that while councilors attend plenary and committee meetings, their individual contributions through debates is still wanting. As indicated in Figure 8 above, the majority of councilors attended but did not debate.

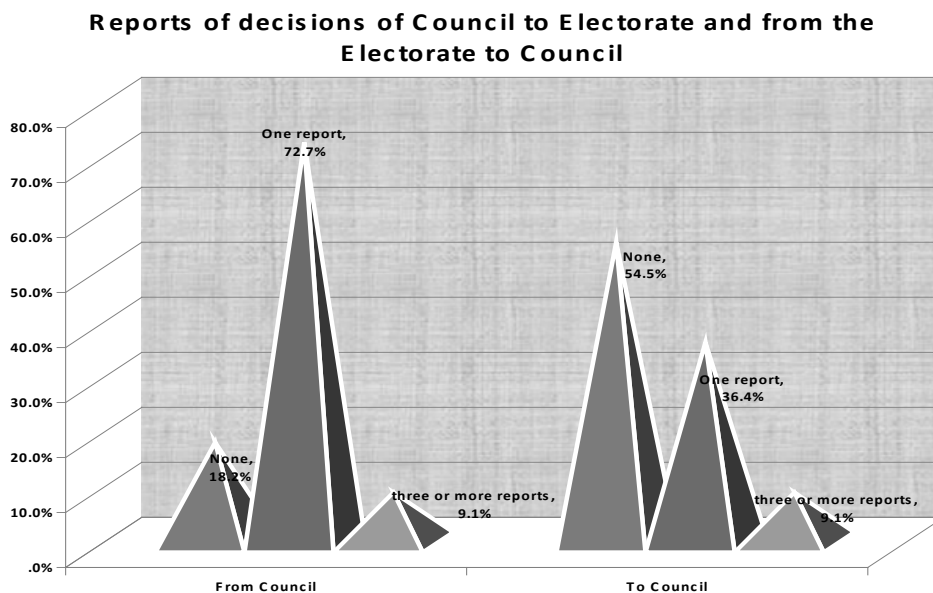
6.4.2 Contact with the Electorate

The assessment revealed poor performance regarding the contact of councilors with their electorate. Analysis of the findings from the assessment shows that the majority (From Council 72.3 percent, to council – 54.5 percent) of councilor had only filed one report from and to council and provided evidence to this effect. A reasonable number of the councilors had not filed a single report from the electorate to the council or from council to the electorate as indicated in Figure 10. The majority of councilors (81.8 percent) did not have constituency offices or coordinating centers. One of the reasons councilors gave for not having offices was the financial constraints that arise from the fact that they are not facilitated to run them. The verification exercise conducted by the research team revealed that those who had offices actually used their own homes or rooms for offices. The situation was made worse by female councilors who represent two or more sub counties.

Figure 9: Exemplary: Amuru Sub-county area councilor-Hon. Olanya Gilbert with his telephone contacts



Figure 10: Reports of Decisions to Electorate and from Electorate

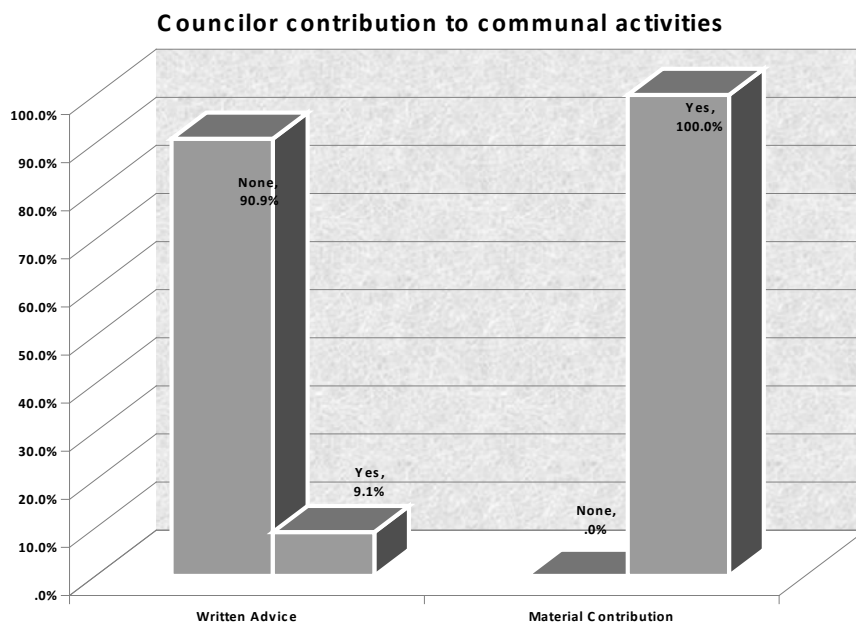


The assessment further revealed poor record keeping among councilors most of whom claimed to have made reports but could not trace them for verification. Moreover, the majority of these councilors conceded to ignorance and poor report writing skills.

6.4.3 Participation in Communal and Development Programmes

Councilor’s participation in communal and development programmes was skewed toward the provision of material contributions. These contributions took the form of money, building materials, scholastic materials as well as pledges. The majority of councilors (90.9percent) did not make any written contributions to the community as indicated in Figure 11 below.

Figure 11: Participation in Communal and Development Activities

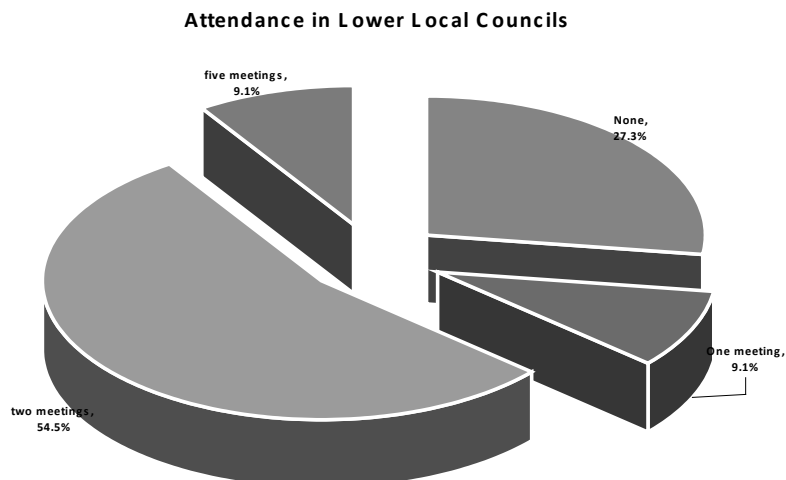


Indeed, both councilors and the electorate perceive a good councilor as one who makes material contribution as opposed to those who provide written advice.

6.4.4 Participation in Lower Local Governments

The assessment revealed general poor performance regarding councilors’ participation in sub county council meetings. Figure 12 shows that of all the councilors assessed, only 9.1percent had attended five sub county meetings while the majority (54.5percent) had only attended two sub county meetings. While these council meetings are channels through which council decisions are best delivered to the lower local governments, many councilors conceded to poor attendance sighting various reasons.

Figure 12: Attendance in Lower Local Governments



First, councilors noted that on two occasions during the year under review, the sub-county meetings coincide with district council meetings. Second, some councilors reported poor relations between them and their sub county leaders who do not invite them and when they do, they send letters on the day of the meeting.

6.5 Score-Card Performance of Special Interest Group Representatives

Representation on the district council leadership includes directly elected councilors as well as special interest groups of women, youth, and the Persons with Disability (PWDs). The rationale for electing representatives of special interest groups is that, in the process of council deliberations, such representatives would ideally pursue policies and operational agendas of concern to the members of their particular groups. Such agendas might include articulating and setting specific policy priorities and influencing local council budget priorities in favor of policy and service delivery agendas that are consistent with the interests of their constituencies.

In Amuru District, all the women councilors were elected on the affirmative action ticket as women representatives. The best performing female councilor was Adong Gertrude (35 points), while the worst performing female councilor was councilor Aceng Christine Atanya (23 points). The district did not have any youth councilors during the year under review while both PWD councilors were not assessed as they joined council after the year under review. From the scores above, with the exception of the female representation on the council, it suffices to argue that besides the symbolic significance of these councilors, there is no evidence to suggest that the presence of representatives of special interest groups adds specific value to the work of the council or in shaping the policy and service delivery priorities biased towards the interests of special interest groups in Amuru.

7. AMURU DISTRICT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES

The variation in the performance of Amuru District (with the district council scoring 79 points; the district speaker scoring 82 points; and councilors scoring an average of 37 percent points) can be partly explained by the economic state of affairs in the district. While the council pooled the 79 points as a group, the performance of the individual councilors negatively impacts on the quality of service delivery in various ways. The paradox of the high council score alongside a poor road network, a poor state of affairs in health and education, access to safe and clean drinking water, poor quality administrative structures is explained by both structural and operational factors. This section discusses these factors and goes on to explain the paradoxical situation that surrounds service delivery in Amuru District.

7.1 Structural Factors for Poor Performance and Poor Service Delivery

7.1.1 High Dependence on the Central Government

Amuru District is highly dependent on central government transfers. During FY 2008/9, central government transfers accounted for 91 percent, while donor contributions accounted for 8 percent, and local revenues constituted only 1 percent. This level of dependency affects the service delivery and overall performance of the district. Most grants from the central government are conditional and therefore earmarked for specific services. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that local governments may use as part of their revenue, is mainly used to pay staff salaries. In many instances, these funds are not adequate, creating a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

Five years into its existence, Amuru District neither has a council hall, nor library. A number of district offices did not have access to hydro electric power during the year under review. In addition, councilors do not have a lounge to from which district meetings with their electorate can be conducted. For the district to perform at optimal levels, such administrative constraints have to be solved with reasonable flexibility in the district budget.

7.1.2 Absence of Strategic Development Planning and Implementation Targets

Amuru District, like all other districts in Uganda, operates using the three-year rolling District Development Plan. The budgeting and implementation of the plan takes the form of an annual work plan with very short-term targets set for every financial year. There is no strategic long-term investment plan that can provide a framework for setting long-term development targets and budget allocations. For example, Amuru District Council has no clearly defined targets for key sectors such as education, health, roads, or even local revenue collection over a number of years. Indeed, the absence of long-

term strategic development targets denies the council the opportunity to operate in a more strategic manner and to measure their own performance on the basis of clearly defined development and service delivery benchmarks.

7.1.3 Lack of Knowledge among the Electorate on the Civic Functions of the Council

The assessment revealed wide civic incompetence manifested in a lack of basic knowledge by the electorate regarding the key roles of councilors and the basic functions of the local government system. The electorate in Amuru District had serious misconceptions on the roles and responsibilities of councilors, and hence some within the electorate saw their councilors as people who are supposed to bury the dead, attend local parties, and make contributions to individual and community problems. They lacked knowledge on the basic functions and duties of the council—from the planning cycle of local governments, to the rights and entitlements that the electorate can expect to get from their councils. This ignorance was identified as an inhibitor for the public's participation in planning, budgeting, and implementation of the local government's programmes.

7.1.4 Political Power without Authority over Planning and Budgeting

Legally and politically, local government councils are responsible for all local government functions, including planning, financial accountability, and the delivery of public goods and services. However, Amuru political leadership holds no controlling or other appropriate authority to determine or direct how the funds allocated to the district are utilized. The Chief Administrative Officer (CAO) who is the accounting officer of the district is appointed by the central government. Additionally, the various ministries—including those responsible for local governments and finance—have developed a set of guidelines and procedures that limit the involvement of the local government councils in the management of the district's financial resources, including the procurement process. The guidelines and procedures enjoin the council to oversee the use of funds by the technical agencies of the local government, but don't permit them to get involved in the governance of these resources. This is popularly referred to as the "eyes on, hands off" approach to the governance of the financial resources of local government councils.

7.1.5 Land Conflicts in Northern Uganda

The return of peace in Northern Uganda presented several challenges regarding access to land. This continues a source of court battles between the district residents and the district council. During the year under review, the district established facts regarding a court injunction over the land occupied by the district headquarters. The phenomenon is further exacerbated by the return of IDPs from camps to transits sites and then eventually to their homes. The district's meager revenue is further strained by the ever arising need to provide social services such as water, education and health.

7.2 Operational Factors for Poor Performance and Poor Service Delivery

7.2.1 Quality of District Councilors and Other Capacity Issues

The quality of councilors is mainly affected by their average level of education. At the moment, there is no minimum education requirement for anyone to hold the office of a district councilor in Amuru, as is the case in all of Uganda's other districts. In fact, councilors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of councilor. There is widespread consensus that councilors with very low levels of education failed to express themselves during plenary sessions, while some could not make written contributions to any committee. The low levels of education undermine effective debate and interaction among councilors and the highly educated technical staff whom they are presumably supposed to supervise. Indeed, various councilors pointed out this as one of the major challenges that some of their colleagues faced in discharging their statutory and political functions as envisaged under the Local Government Act. Evidence from the assessment showed that councilors with higher levels of education (degrees, certificates, or their equivalent) debated and contributed more significantly and objectively during plenary and committee meetings.

At the same time, ACODE's researchers noted that the recorded district council proceedings did not include appropriate attribution that could facilitate a qualitative analysis of the contributions of individual councilors. Besides, the councilors themselves did not keep coherent records of their activities and contributions..

7.2.2 Poor Record-Keeping

As noted above, councilors in Amuru District exhibited poor record-keeping in relation to their activities as elected leaders. For example although many councilors claimed to have made contributions during meetings and met with their electorate, there were no records to confirm evidence to this effect. Some councilors did not have diaries or note books while others used loose record options and cell phones that could not be tendered as evidence of performance at the time of the assessment. At the council level, it was evident that while councilors claimed to have made contributions during plenary sessions, many such contributions not recorded by the clerk to council due to errors.

7.2.3 Failure of councilors to provide link between electorate and the district

It was established that many councilors are often absent from their constituencies and leave their constituencies unattended to. It is no surprise, therefore, that the indicators with the worst scores were 'contact with electorate' and 'attendance of lower local councils.' This leaves constituencies devoid of political direction and the much-needed oversight role that political leaders ought to provide. It was noted, for example, that some councilors are engaged in businesses in Southern Sudan with little time for their council activities. The findings further revealed that the majority of councilors in Amuru district do not reside in the district. In order to execute their cardinal roles and responsibilities, councilors ought to be resident in their districts. The majority of councilors reside in the neighboring Gulu district and have to commute to Amuru on a daily basis while some lose touch with their electorate.

8. RECOMMENDATIONS AND GENERAL CONCLUSION

The findings from the Amuru District Score-Card (79 points) do not explain the quality of service delivery in the district. A number of internal and external factors as well as structural, policy and operational factors that impinge on the quality of services have been identified to explain this disconnect. While some councilors may be aware of their duties, roles, and obligations as stipulated in the Local Government Act, commitment to their implementation and realization was not forthcoming. In addition, there existed poor documentation and record-keeping on the part of the political leaders, and a discernable detachment from the electorate. The following are specific recommendations that the council can undertake to improve its performance and that of its councillors as a means of improving service delivery at the district level.

8.1 Advocacy for a Changed Budget Architecture

A critical analysis of the district budget reveals its high dependency on the central government. This dependency makes the district a mere agent of the central government rather than a full-fledged local government as envisaged under article 178 of the constitution. Amuru District should work with other local governments through the Uganda Local Government Association (ULGA) to advocate for a change in the current budget architecture. It is important that the national budget resources be equally shared between the central government and the local governments so that local governments do not have to depend on sectoral conditional grants.

8.2 Adopt Minimum Education Qualifications for Council Members

Although the current legal framework does not stipulate minimum academic qualifications for council members, Amuru District Council can make bylaws that require persons seeking to be members of the council to possess and present minimum qualifications of an advanced level education or its equivalent. Appropriate academic qualifications are essential in ensuring quality and robust debate in council and the supervision of council senior technical staff that are often educated up to a graduate level.

8.3 Formulate a Comprehensive and Integrated Long-Term Development Plan

Amuru District should be managed with more long-term development plan of five or ten years. Such a plan should be able to outlive regimes and their leaders. The current three-year rolling plan, which is presented in form of work plans, does not address the strategic long-term development interests of the district. For Amuru District to develop, it will need a long-term strategic plan that transcends individual leaders and personalities. Such a plan will also enable the council set long-term development

targets and periodic performance benchmarks on the basis of which it can evaluate its performance and progress.

8.4 Continuous Orientation and Training for Councilors

The orientation and training offered to the council by the Ministry of Local Government should be done more systematically and regularly, ideally on an annual basis. Such orientation should cover (i) the roles and functions of the council in the delivery of public services; (ii) the mission and vision of the council; (iii) the mechanisms of accountability to the district residents; and (iv) other important development and planning related training. Councilors would then be reminded of their fundamental roles and responsibilities on a more regular basis.

8.5 Contact with the Electorate

Accessing detailed public information and the progress of project implementation in Amuru District is difficult, a situation that partly explains the low civic competence in the district. Deliberate effort by the district to establish more meaningful citizens' interface should be taken. There is clearly no platform where the district chairman and other political leaders engage in a dialogue with district residents. A CODE recommends that a "District Town Hall Platform" be convened every quarter, during which the district political leaders and technical staff can engage with the electorate to discuss the concerns of the residents in a more informal but still business-like manner. This will infuse more ideas into how the district is run and help build confidence and trust among the district leadership and the residents. Such a platform will also provide an opportunity to educate the communities about the roles and responsibilities of the councilors and the need to use such benchmarks to assess their leaders' performance.

9. CONCLUSION

Amuru District Council Score-Card reveals very good performance (79 points) by the council as a whole. However, this performance does not necessarily translate into the quality of service delivery in the district. This assessment has attempted to provide some explanations for this performance and to offer potential solutions to address the current service delivery deficit in the district. The score-card administration process also raised key questions regarding the score-card methodology. The key question that will need to be addressed as part of the methodology development process is to include scores that clearly reflect the cause-effect relationship between score-card performance, the quality of service delivery, and voice and accountability. Finally, this assessment represents the most evidence-based performance assessment of the district council to date, and as such, presents an opportunity for investing in creating a more robust local government that is responsive to the service delivery needs of the district residents.

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List of Councilors in Amuru District

Councilor	Sub-county	Status of Assessment
Atube Omach Anthony Louis	Chairman	Yes
Lakony Michael	Speaker / Lamogi	Yes
Komakech F. Innocent	Deputy Speaker / Anaka	Yes
Olanya Gilbert	Amuru	Yes
Ayero Evelyn Oyugi	Amuru	Yes
Oloya Justine Lungajul	Koch Goma	Yes
Odongpiny Bazil P'akiyo	Atyak	Yes
Okello Patrick Oryema	Purongo	Yes
Adong Getrude Odora	Anaka, Purongo, Alero	Yes
Kinyera Denis	Pabbo	Yes
Adong Margaret Ayugi	Koch Goma	Yes
Apiyo Catherine Oywa	Pabbo	Yes
Akello Alice Ekanya	Atyak	Yes
Aceng Christine Atanya	Lamogi	Yes
Okeny Anthony	PWD	Joined council after FY under review
Akello Florence Joyce	PWD	Joined council after FY under review
Onek Hussein Noah	Alero	Joined council after FY under review

Annex 2: Amuru District Score-card

Scores: 79

		Actual Score	Maximum Score
	DISTRICT COUNCIL		
1	LEGISLATIVE ROLE	13	20
a	Adopted model rules of Procedure with/without amendments	4	4
b	Ordinances	2	4
c	Passed motions for resolutions on policy	1	2
d	Evidence of legislative resources	2	4
e	Petitions & Focused Tours	4	4
f	Held council meetings on time	0	2
2	ACCOUNTABILITY ROLE	16	20
a	Public Accounts Committee (PAC)	4	4
b	Public Funds	4	4
c	Internal Assessment	4	4
d	Public Hearings	0	4
e	Involvement of CSOs, CBOs, Citizens	4	4
3	PLANNING & BUDGETING	11	12
a	Existence of Plans & Vision	4	4
b	Existence of Local Government Budget Framework Paper	1	1
c	Prior approval of the Development Plan before the Budget approval	1	1
d	Approved budget within time according to the law	0	1
e	Active Technical Planning Committee	1	1
f	Monitoring and Evaluation	4	4
4	SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES	39	48
a	Education	8	8
b	Health	6	8
c	Water and Sanitation	6	8
d	Roads	6	8
e	Agriculture and Extension	6	8
f	Functional Adult Literacy	3	3
g	Environment and Natural Resources	4	5
	Total	79	100

District Chairperson**Name: Omach Anthony Atube****Designation: District Chairperson****Score 82**

		Actual Score	Maximum Score
	POLITICAL LEADERSHIP	20	20
a	Presiding at meetings of Executive Committee	3	3
b	Monitoring and administration	5	5
c	Evidence of a report made to council on the state of affairs of the District	2	2
d	Overseeing Performance of civil servants	5	5
e	Recommended to council persons to be appointed members of DSC and other boards/committees.	5	5
	LEGISLATIVE ROLE	18	20
a	Regular attendance of Plenary sessions, Committees	3	5
b	Motions/Bills presented by the Executive and passed	8	8
c	Initiated and formulated policies	7	7
	CONTACT WITH ELECTORATE	9	15
a	Evidence of a Programme of meetings with Electorate	2	5
b	Evidence of public notice of decisions of the Council to the electorate	5	5
c	Evidence of issues raised by the electorate to the Executive / Council	2	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES	10	15
a	Projects initiated	2	5
b	Contributions to communal Projects/activities	3	5
c	Linking the community to Development Partners/NGOs	5	5
	SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	25	30
a	Monitoring and giving feedback to Council	5	5
b	Attended NAADS/PMA/other programs meetings	5	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in every Lower local government	5	5
e	Visited schools in every sub-county	5	5
f	Participated in a Radio/Television Talk show in any media	1	3
g	Environment and Natural Resources protection	2	2
	Total	82	100

Name: Lakony Michael
Gender: Male
Councilor: Lamogi
Designation: District Speaker
Scores: 75

	District Speaker	Actual Score	Maximum Score
1	PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	19	25
a	Chairing lawful council/ meetings	1	3
b	Rules of procedure	6	6
c	Business Committee	3	3
d	Delegated to the Deputy Speaker at least once/ Evidence of deputizing the speaker in any activity	2	5
e	Evidence of a records book with Issues/ petitions presented to the office	2	2
f	Evidence of record of motions/bills presented in council	3	3
g	Provided special skills/knowledge to the Council or committees.	2	5
2	CONTACT WITH ELECTORATE	15	20
a	Evidence of a written Programme of meetings with Electorate	5	5
b	Office or coordinating centre in the constituency	4	5
c	Evidence of Reports of decisions of the Council taken to the electorate	3	5
d	Evidence of issues raised by the electorate	3	5
3	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	12	15
a	Projects initiated	5	5
b	Contributions to communal Projects/activities	3	5
c	Linking the community to Development Partners/NGOs	4	5
4	PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	10
a	Attendance in sub - county Council sessions	0	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
5	SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	29	30
a	Monitoring and giving feedback to council	5	5
b	Attended NAADS/PMA/other related programs meetings	5	5
c	Attended functional Adult literacy session	5	5
d	Visited Health units in constituent sub-county	5	5
e	Visited schools in constituent sub-county	5	5
f	Participated in a Radio/Television Talk show in any media.	2	3
g	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	75	100

Name: Komakech F. Innocent**Gender: Male****Councilor: Anaka****Designation: Deputy Speaker****Scores: 54**

	Deputy Speaker	Actual Score	Maximum Score
1	PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	17	25
a	Chairing lawful council/ meetings	2	3
b	Rules of procedure	6	6
c	Business Committee	3	3
d	Delegated to the Deputy Speaker at least once/ Evidence of deputizing the speaker in any activity	2	5
e	Evidence of a records book with Issues/ petitions presented to the office	2	2
f	Evidence of record of motions/bills presented in council	0	3
g	Provided special skills/knowledge to the Council or committees.	2	5
2	CONTACT WITH ELECTORATE	15	20
a	Evidence of a written Programme of meetings with Electorate	5	5
b	Office or coordinating centre in the constituency	0	5
c	Evidence of Reports of decisions of the Council taken to the electorate	5	5
d	Evidence of issues raised by the electorate	5	5
3	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	1	5
b	Contributions to communal Projects/activities	1	5
c	Linking the community to Development Partners/NGOs	1	5
4	PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	10
a	Attendance in sub - county Council sessions	0	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
5	SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	19	30
a	Monitoring and giving feedback to council	5	5
b	Attended NAADS/PMA/other related programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in constituent sub-county	5	5
e	Visited schools in constituent sub-county	2	5
f	Participated in a Radio/Television Talk show in any media.	1	3
g	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	54	100

Name: Olanya Gilbert

Gender: Male

Councilor: Amuru

Score: 77

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	17	25
a	Participation in plenary session	4	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	2	2
h	Special knowledge to committee	2	2
g	Special knowledge Explanation on issue	1	1
	2 CONTACT WITH ELECTORATE	20	20
a	Evidence of a written Programme of meetings with Electorate	5	5
b	Existence of Office or coordinating office	2	2
c	Functional Office or coordinating office	3	3
d	Evidence of Reports of decisions of the Council taken to the electorate	5	5
e	Issues raised by electorate taken to council	5	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	8	15
a	Projects initiated	5	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	6	10
a	Attendance in sub - county Council sessions	5	5
b	Evidence of giving feedback to the sub-county Council from District Council.	1	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	26	30
a	Monitoring and giving feedback to council	5	5
b	Attended NAADS/PMA /other programs meetings	5	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	5	5
e	Visited schools in every sub-county	5	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	1	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	77	100

Name: Ayero Evelyn Oyugi**Gender: Female****Councilor Amuru****Score: 46**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	11	25
a	Participation in plenary session	3	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	12	20
a	Evidence of a written Programme of meetings with Electorate	5	5
b	Existence of Office or coordinating office	2	2
c	Functional Office or coordinating office	3	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	1	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	8	15
a	Projects initiated	5	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	13	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	46	100

Name: Oloya Justine Lungajul

Gender: Male

Councilor Koch Goma

Score: 44

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	3	5
b	Participation in Committees	4	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	6	20
a	Evidence of a written Programme of meetings with Electorate	5	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	15	15
a	Projects initiated	5	5
b	Provided Written advice as contributions to communal projects	2	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	3	3
e	Implemented MoU	2	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	10
a	Attendance in sub - county Council sessions	0	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	11	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	0	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	44	100

Name: Odongpiny Bazil P'aliyo**Gender: Male****Councilor Atyak****Score: 38**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	11	25
a	Participation in plenary session	2	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	1	1
	2 CONTACT WITH ELECTORATE	3	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	0	5
e	Issues raised by electorate taken to council	1	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	8	15
a	Projects initiated	5	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	10
a	Attendance in sub - county Council sessions	0	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	16	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	5	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	38	100

Name: Okello Patrick Oryema

Gender: Male

Councilor Purongo

Score: 36

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	3	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	1	1
	2 CONTACT WITH ELECTORATE	4	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	1	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	0	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	3	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	1	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	14	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	1	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	36	100

Name: Adong Getrude Odora**Gender: Female****Councilor Anaka, Purongo, Alero****Score: 35**

	Councilors	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	6	25
a	Participation in plenary session	1	5
b	Participation in Committees	2	5
c	Moved motion without notice	0	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	3	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	8	15
a	Projects initiated	5	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	16	30
a	Monitoring and giving feedback to council	5	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	35	100

Name: Kinyera Denis

Gender: Male

Councilor Pabbo

Score: 32

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	4	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	4	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	1	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	4	15
a	Projects initiated	1	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	1	10
a	Attendance in sub - county Council sessions	1	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	11	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	0	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	1	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	32	100

Name: Adong Margaret Ayugi**Gender: Female****Councilor Koch Goma****Score: 32**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	4	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	3	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	0	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	12	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	0	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	32	100

Name: Apiyo Catherine Oywa**Gender: Female****Councilor Pabbo****Score: 31**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	4	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	2	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	0	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	0	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	12	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	0	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	31	100

Name: Akello Alice Ekanya**Gender: Female****Councilor Atyak****Score: 30**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	12	25
a	Participation in plenary session	4	5
b	Participation in Committees	3	5
c	Moved motion without notice	2	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	3	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	0	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	10
a	Attendance in sub - county Council sessions	2	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	10	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	0	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	0	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	30	100

Name: Aceng Christine Atanya**Gender: Female****Councilor Lamogi****Score: 23**

	Councilor	Actual Score	Maximum Score
	1 LEGISLATIVE ROLE	5	25
a	Participation in plenary session	0	5
b	Participation in Committees	2	5
c	Moved motion without notice	0	2
d	Moved motion on notice	0	3
e	Regular attendance of plenary	1	3
f	Regular attendance of committee	2	2
g	Special knowledge to council	0	2
h	Special knowledge to committee	0	2
g	Special knowledge Explanation on issue	0	1
	2 CONTACT WITH ELECTORATE	3	20
a	Evidence of a written Programme of meetings with Electorate	2	5
b	Existence of Office or coordinating office	0	2
c	Functional Office or coordinating office	0	3
d	Evidence of Reports of decisions of the Council taken to the electorate	1	5
e	Issues raised by electorate taken to council	0	5
	PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA	3	15
a	Projects initiated	0	5
b	Provided Written advice as contributions to communal projects	0	2
c	Material Contributions to communal projects	3	3
d	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	0	3
e	Implemented MoU	0	2
	4 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	10
a	Attendance in sub - county Council sessions	0	5
b	Evidence of giving feedback to the sub-county Council from District Council.	0	5
	5 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	12	30
a	Monitoring and giving feedback to council	2	5
b	Attended NAADS/PMA /other programs meetings	2	5
c	Attended functional Adult literacy session	2	5
d	Visited Health units in the constituent sub-county	2	5
e	Visited schools in every sub-county	2	5
f	Participated in a Radio Talk show in any media.	0	1
g	Participated in a Television Talk show in any media.	0	1
h	Written an article in a News Paper	0	1
i	Participated in an activity that promotes Sustainable Environment and Natural Resource Use	2	2
	TOTAL	23	100

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